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ABSTRACT

As California's community colleges move into the 21st century, they face the challenges of providing access to affordable, high quality education and becoming sources of economic renewal for the communities they serve. To the measure that they address these issues, the colleges will become key assets for solving the economic and social problems of the state. Economic needs in the next century will include responding to the growth in the service and other sectors of the workforce, providing necessary technical skills training, and providing job retraining. The community colleges are also in a unique position to address the state's vital social needs, including respect for diversity, responsible citizenship, and lifelong learning. However, for the colleges to meet these needs, the following state policy issues must be addressed: (1) the college mission must continue to reflect the changing needs of the state and emphasize the inalienable right to receive access to top quality transfer and workforce education; (2) human and physical resources must be strengthened to enable the delivery of the college's mission, (3) effective leadership must be provided by the Board of Governors and the Chancellor's Office; and (4) the decline in funding for postsecondary education in California must be reversed to provide adequate education and training opportunities. Contains 32 references. (TGI)

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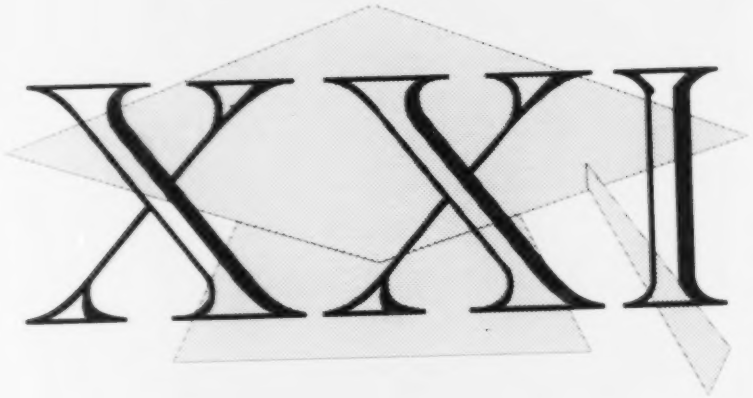
Facing the Millennium: California Community Colleges



into the 21st Century

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A policy paper of the Community College League

JC 960 355

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A policy paper of the Community College League, based on discussions of the California Community College Trustees and Chief Executive Officers of the California Community Colleges Boards of the League.

August, 1993

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Introduction

In 1926, a special study reported that thirteen of the state's "junior colleges" were offering "well organized vocational curricula in nine fields of semiprofessional training." (Engleman and Eells, 1941, pp. 7 & 8,)

Today the California Community Colleges comprise the largest college system in the world as well as the largest job training network, with 107 colleges, 71 separate districts, 1.5 million students, and a $3.2 billion budget. In fact, 10% of all U.S. college students attend a California community college. **And two out of every three California community college students are enrolled in a vocational or job training class!**

The colleges also prepare more than 40,000 students each year to transfer to the University of California and the California State University.

Community college students are reflective of the state's ethnic diversity (42% minority students compared to 43% minority population in California); representative of numerous age groupings (40% between 20 and 29 years of age, 30% between 30-49 years old); primarily female (56%); and working while attending school (80%) (CCC/PA, 1992).

Now as we prepare to exit the 20th century and move into a new millennium, two major challenges confront the system. The first and foremost challenge is providing access to affordable, high quality education and job training opportunities for all Californians. The second challenge is to ensure that our locally-governed and focused institutions become sources of economic renewal for the communities they serve.

For more than 80 years, California's community colleges have provided educational and job training opportunities to millions of citizens. As the state moves ahead toward the challenges of the new millennium, the 107 colleges must continue that important mission.

Facing the Millennium: California Community Colleges into the 21st Century is the Community College League of California (CCLC) view on how the community colleges can serve this great state and its people.

California's Needs into the New Millennium

Unacceptable unemployment rates, state budget inadequacies, personal and business bankruptcies and growing social unrest are indicative of the numerous and varied problems we confront as we move toward the year 2000.

These and other challenges provide opportunities for California's postsecondary education system, and especially the community colleges, to contribute to the revitalization of the state. **California's colleges and universities are the State's chief assets in solving its economic and social problems.**

These two categories of needs—economic and social—and how the community colleges are working to meet these challenges, are discussed in this section of this position paper.

Economic Needs

California's economic condition has been described as "critical." (Baldassare, 1991.) According to the 1991 California Business Roundtable Second Annual California Business Climate Survey, fully 70% of 1,462 state business firms executives described business conditions as "negative" with only 3% identifying the "positive" response! These general findings were reinforced by more specific results which showed that large numbers of executives reported no change in employment hiring, and a desire to expand operations outside of the state. Interestingly, one of the factors identified as having good effects on the business climate was the "state's colleges and universities" (44%).

Results of the Business Roundtable study have been generally confirmed by a host of other state and regional studies (Southern California Edison, 1991; Pacific Gas and Electric Company, 1992; Center for the Study of the California Economy, 1992; San Diego City, 1991; Los Angeles Aerospace Task Force, 1992; and Center for Economic Competitiveness, 1992). The gloomy present and near future of the Golden State's economy is not at issue. Long range perspectives appear more positive though tenuous.

Four types of economic needs are discussed here; (1) workforce numbers, (2) workforce skills, (3) retraining needs, and (4) economic development. The relationship between higher education and these economic need categories has been demonstrated by numerous researchers and merits attention by policymakers. (Anderson and Meyerson, 1990; Praeger, 1991; Bowen, 1977; and Carnevale, 1991.)

1. Workforce numbers

The civilian labor force in the country totaled 125 million in 1990 and is expected to reach 151 million by 2005. Nationally, the work force will become older, with more ethnic minorities and women in the workplace.

As we face the new millennium, the fastest growing occupations will require higher levels of education and training. According to the Employment Development Department, the fastest growing occupational groups by the year 2005 are expected to be: technicians, 37% growth (paralegal, health techs, and computer programmers); professional specialty, 32% (computer specialists, social and recreation workers, lawyers, health diagnosing and treating occupations, and engineers); service occupations, 29% (protective services, food and beverage preparation, health services and cleaning and personal services); executive, administrative, and managerial, 27% (health service, service industries); and marketing and sales, 24% (service sales reps, travel agents, securities and financial sales workers). **All of these professions and skills are professions and skills now being taught at the California community colleges.**

Many of these positions will require employees with bachelor's and master's degrees and community colleges are preparing students to transfer to the university. More than 40,000 community college students, in fact, transfer each year to UC and CSU.

While the national employment outlook is important, it is California's specific employment needs which are of immediate concern. By the year 2000, it is estimated that total employment will grow by 32%, with the largest growth in services (+49%), retail trade (+37%), finance, insurance and real estate (+37%), and wholesale trade (+36%). (Employment Development Department, 1990.) **Again, all of these skills and trades are being taught throughout the California community colleges!**

California's community colleges provide training in 11 of the 12 largest anticipated growth occupations. These are listed in Table 1.

Of course, workforce estimates are never precise. The military cutback reductions in the defense industry, consolidation among financial institutions, and the restructuring of the real estate field are examples of specific trends which may affect employment opportunities in the state.

The California's community colleges—with their accessible campuses, diverse student population and dynamic programs responsive to the needs of local economies—are actively involved in training California's workforce of tomorrow. California cannot afford to let this investment decline.

TABLE 1
California Jobs with Largest Growth 1987-2000
(over 50,000 openings)

OCCUPATION	GROWTH NUMBERS	TRAINING IN CCs
Salespersons-Retail	174,490	Yes
General Managers, Top Executives	124,060	Yes
Waiters and Waitresses	102,340	Yes
General Office Clerks	96,790	Yes
Cashiers	82,210	Yes
Registered Nurses	76,430	Yes
Combined Food Prep and Service	60,210	Yes
Accountants and Auditors	58,800	Yes
Secretaries	56,770	Yes
Electrical and Electronic Engineers	54,890	Yes
Janitors and Cleaners	52,470	No
Receptionists, Information Clerks	50,140	Yes

2. Workforce skills

As new businesses, products and services emerge, skills required by existing and new members of the workforce must adjust to new demands. These new skills fall under the rubric of "workplace literacy". This term refers not only to the traditional workplace skills of reading and writing, but also others such as effective oral communications, mathematical reasoning, critical thinking and reasoning, problem solving, learning, teamwork, interpersonal skills, planning, organizing, and continuous learning (California Workforce Literacy Taskforce, 1990).

Community college workforce education programs, with their emphasis on industry specific work skills and general education courses stressing communication and high order thinking skills, allow mastery of the skills required for workplace literacy.

But more needs to be done.

Fewer than 1% of California 1.6 million residents legalized under the Immigration Reform

and Control Act come from nations where English is the predominant language (California Postsecondary Education Commission, 1992). The median educational level of these newly legalized residents is 6.8 years.

Community colleges are the front line solution for providing adult education opportunities to these new residents. California cannot afford to let this important investment and effort decline.

The State Senate Select Committee on Business Development, in its 1992 report, ***Are We Losing Our Competitive Edge***, painted a bleak picture of workplace literacy development in California. Among its findings were:

- 63% of the largest firms felt that entry level position applicants lacked a satisfactory educational background
- 76% of business leaders believe the education level of job applicants is a major business problem
- 59% of businesses provide or plan to provide remedial instruction in math and verbal skills

There is little doubt that a workplace literacy gap exists in California. It is also clear that the community colleges offer the programs and services to help address this important state and local education need.

The colleges' ability to strengthen the workplace skills of California residents is evident when one considers a 1991 report on job skills from the American Society of Training and Development (ASTD), ***Americans and the New Economy***. **Table 2 highlights the 16 job skills identified as crucial to success in the economy by ASTD, all of them offered by California's community colleges.**

One out of four of the largest growing jobs in numbers and almost all of the fastest growing jobs will require higher skill levels. The choice is between low skills/low wages or high skills/high wages. **With appropriate state support, the community colleges can provide residents with the education, training and high skills necessary for future workplace success.**

TABLE 2
ASTD 16 Crucial Job Skills

Job Skills	Available in Community Colleges
FOUNDATION	
1. Learning	Yes
ACADEMIC BASICS	
2. Reading	Yes
3. Writing	Yes
4. Computation	Yes
COMMUNICATIONS	
5. Speaking	Yes
6. Listening	Yes
ADAPTABILITY	
7. Problem Solving	Yes
8. Creativity	Yes
DEVELOPMENTAL	
9. Self-esteem Skills	Yes
10. Motivation and Goal Setting Skills	Yes
11. Personal and Career Development Skills	Yes
GROUP EFFECTIVENESS	
12. Interpersonal Skills	Yes
13. Negotiation Skills	Yes
14. Teamwork Skills	Yes
INFLUENCING SKILLS	
15. Working in Complex Organization Skills	Yes
16. Leadership Skills	Yes

3. Retraining needs

Nationwide it is estimated that over 75% of the workers in the year 2000 are already employed and that by 2000, 41% of new jobs will be ranked in the three highest skill categories compared to 24% in 1987 (Nolte, 1992).

The necessity of retraining existing employees is evident. Currently, the private sector spends about $210 billion on employee training.

Since about 70% of Californians who will be in the workforce in the year 2000 are already employed, retraining should become a top priority (Employment Development Department, 1992).

Nearly 1,000,000 Californians are currently enrolled in community college workforce education classes or programs leading to a job or career. Many of these Californians are

being retrained for second or third careers. Community colleges are the state's largest providers of workforce education, with more than a million of the state's residents enrolled in occupational classes each year. Most of the state's community colleges also provide vital services such as contract education, skills training for displaced workers, and customized training for large numbers of corporations, businesses, and other organizations.

More than 2,000 businesses, industries and public sector organizations are receiving direct job training and retraining services through the community colleges. Hundreds of thousands of private and public employees are taking classes each semester at their job site from their local community colleges as part of their work-day activities.

4. Economic development

Employment ultimately is the result of economic development. And economic development, which includes new business and job opportunities, has become the watchword for California in the 1990s.

Economic development requires "active support from both business and government, especially in such areas as public education and public and private investment." (California Business Roundtable, 1992.) A highly skilled workforce, retraining for dislocated workers, growth in productivity, cooperation and coordination among businesses and educational institutions, and investments in people, plants and equipment are necessary for economic development efforts to reap dividends through new jobs.

California has been a latecomer in the aggressive worldwide economic development community. Relying on its climate, location, and reputation to attract people, businesses and jobs is no longer adequate.

California must aggressively pursue its economic development. Local community colleges working with their local communities can be the linchpin to this effort.

Community colleges have for several years conducted economic development activities through their vocational programs, partnerships with business and industry, short-term skill training programs, workplace literacy programs, small business programs, contract education, applied competitive technology centers, and international trade development centers.

California's community colleges have been recognized as major players in the state's economic development efforts by the state's leaders. As Governor Pete Wilson stated in 1992, *While the competitive global marketplace poses new challenges, it also provides...a new age in which California can assert itself as a permanent economic force. I am encouraged by the substantial contribution of our community colleges. Our community colleges are destined to play an even greater role of leadership in economic and educational development.*

Social Needs

As important as the state's economic needs are, responding to the social needs and challenges of California's diverse and growing population may even be more critical as we move toward the new millennium.

The sheer size and diversity of the state's population means that the social challenges Californians will face beyond the year 2000–the ability of people to live and work together and respect differences among their neighbors and fellow residents–must be a priority among educators, government and civic leaders, and all of us as individuals.

It is estimated that by 2000 there will be four major ethnic population groups in the state, none of which will be a majority. The Asian and Hispanic populations will continue to grow much faster than that of whites and African-Americans (Center for the Continuing Study of the California Economy).

A state with 32 million people growing increasingly diverse at the rate of 700,000 individuals per year has social challenges and needs. California's community colleges —the point of opportunity for most higher education students and particularly those from the state's diverse ethnic groups—must continue to respond to the social challenges and needs of the state as it moves toward the 21st Century.

The following describe some vital California social needs which community colleges are in a unique position to address.

1. Respect for diversity

California's diverse cultural, ethnic, and racial mix is unique in today's world. To minimize tensions and misunderstandings and to help promote diversity as an economic and social strength for the state, respect for diversity is an absolute necessity. Respect stems from awareness, understanding, and appreciation. Through postsecondary education, adults can evaluate their value systems and develop respect for diversity. Community college programs can enlighten residents about their fellow residents.

Community college students acquire basic transferable skills, general and specialized knowledge, sensitivities, and critical thinking abilities. Community college students acquire an appreciation of cultural diversity and unifying bonds and continued interest in inquiry, imagination, and creativity (Simpson, 1991). These "less tangible" results of postsecondary education have a tremendous impact on an individual's life and on the direction in which the society moves.

2. Responsible citizenship

Respect for diversity must be accompanied by responsible actions on the part of citizens. The future we envision requires an educated, responsible citizenry that understands the nature of our social-political institutions and participates in the community in positive, constructive ways.

In California, personal responsibility is increasingly important as more and more people move into our large metropolitan areas. Our urban centers will not survive as viable communities unless people practice responsible citizenship.

One of the main goals of community college general education programs is social bonding. As Ralph Waldo Emerson observed over 150 years ago, "we do not make a world of our own. Rather we fall into institutions already made and we have to accommodate ourselves to them."

All economic and social-cultural problems require rational thinking for the best solutions. Problem solving methodologies, critical thinking skills, creative thinking, and the proper application of the scientific method to appropriate problems provide the foundations for rational thinking.

The general education programs of our community colleges teach people these skills as well as the history, values, and challenges facing our social-political organizations. The general education programs at community colleges encourage students to participate in public affairs and to help promote constructive change. This process is the essence of responsible citizenship and is essential to the state's future.

3. Lifelong learning

Learning is self-perpetuating when experienced positively. A growing, changing society requires people committed to continual learning in order to solve evolving and new problems, learn new skills and understand new technologies and information. Because we have become a learning society with citizens who pursue formal and informal learning situations, structured and unstructured, we are able to change, grow and prosper.

Lifelong learning is especially critical here in California where large numbers of adults have limited amounts of formal education and businesses and industries require employees to continually upgrade their skills. Technological change, social change, and communication systems changes are accelerating. Functional literacy now requires continued learning. Change, economic growth, and job opportunities will pass all of us by if we do not continue to learn.

Community colleges are the ideal institutions for lifelong learning. They serve as the first chance, second chance, and, sometimes the last chance for adults of all ages to learn. Their open doors, geographical proximity, low fees and excellent instructional and training programs make them the institution of choice for lifelong learners in California.

Shaping the Future:
Critical Community College Policy Needs

To positively affect the economic and social well-being of California, several state policy issues affecting community colleges must be addressed. These policy issues are particularity vital given the dire economic and social problems confronting the state. The policy issues requiring attention include: Mission, Delivery of the Mission, Governance and Accountability, and Funding.

Mission

The mission of the California community colleges must continue to reflect the changing education needs of California. If California is to remain strong economically, the community colleges must continue to provide top quality transfer and workforce education, transitional services and programs for those seeking to overcome education deficiencies and to succeed in higher education, and adult and community education.

As California closes in on the 21st Century, state leaders must also embrace a new and larger view of the role of education. During the 20th Century, a high school diploma came to be recognized as the minimum education level required for a successful and productive life. **It is time California leaders acknowledge the 21st Century reality that the work place and our citizens' lives require that accessibility to higher education be recognized as an inalienable right.** Work place training and re-training, citizenship skills and a continual search for new information and ideas are educational opportunities that must be available to all our citizens throughout their lives if California is to successfully meet the economic and social challenges in the new millennium.

- "Work force education" should take the place of "vocational education" as a designated mission of the community colleges. Work force education provides education and training not only to students preparing for a job or career but also throughout their lives by helping them adjust to changing work requirements and improve their productivity and job opportunities.

- "Transitional services and programs" should take the place of "remedial education" as a designated mission of the community colleges. The education services and programs required to assist students seeking to overcome deficiencies are "transitional" in that they help students move from one level up to the next and ultimately to be successful in either transfer or work force education.

- Community colleges should be responsible for all adult education in California. The college's successful and cost-effective record of serving adults seeking basic skills, ESL and work place training is testament to their ability to serve such students. The State of California and its taxpayers would benefit from assigning this task exclusively to our community colleges and eliminating the duplicate services now provided by K-12.

▸ The mission of our community colleges should not be viewed as static but as continually adjusting its emphasis to respond to outside influences and forces. For example, future success of K-12 education in preparing high school graduates for college-level courses will determine how community colleges respond to meet the demand for transitional programs and services. Community and business needs for work force education will change, as well, and our colleges must be prepared to adjust and meet those emerging needs.

The community college mission - transfer and workforce education, transitional services and programs, adult and community education - has evolved through the years, reflecting changes in the state and its communities. The colleges' ability to establish local educational priorities define this unique institution and system, making possible its success in responding to shifting education needs.

▸ The particular mix of functions and emphasis of the mission must continue to be local decisions determined through the local districts' decision-making processes, the professional judgements of its chief executive officers, and the final authority of its boards of trustees.

The unique characteristics of a community and the college that serves it should be the overriding consideration when determining a local college's educational mission, its programs, staffing requirements, and budget priorities.

The result of local governance and program focus is that not only are local needs met, but also that, with 107 colleges, the system meets the needs of the entire state.

Delivery of the Mission

The mission of the California community colleges mandates that our colleges provide top quality education services and programs to a growing and diverse population. To achieve that mission, dedicated and committed teaching, support and administrative staff are required along with up-to-date facilities, equipment and technology equal to that found in universities and the work place.

The "product" of these services and programs is the student-learner who either completes a program or who graduates with an AA or AS. With an outstanding teaching faculty and high quality facilities and equipment, the student-learner is prepared by the institution to make a major contribution to society and the economy.

The responsibility of the colleges is to provide the best education possible by focusing all services and programs on the student-learner. The college staff must continually assess and reassess how students learn and address the different learning styles of the diverse student body, periodically evaluating programs and services to ensure they meet the education and work force learning needs of all student-learners.

It is clear that as currently funded, the community colleges will not be able to meet the demand in California for their programs and services into the 21st Century. It also is likely

that available funding for new capital projects, in the short run, will be minimal. Therefore, to meet student-learner needs in the short- and long-term, the system, in cooperation with the state, should focus its efforts on strengthening and maximizing its **human resources** and **physical resources**.

Human Resources

The classroom instructor is both the "designer" and "facilitator" of the learning process. Instructors must know not only the information and skills being communicated to and learned by student-learners, but also be able to assess the different learning needs of students and then present the information and skills in a manner that promotes learning success.

- State laws and regulations should allow colleges to develop faculty hiring standards and processes that recognize the diversity of learning needs and styles of community college students and encourage the selection of new faculty who can best meet this important challenge.

- State policy and fiscal support should be provided to ensure the colleges develop and implement strong faculty development programs that assist faculty in meeting the diverse learning needs of students.

- The state must recognize and fund critically important learning support services and programs at the community colleges. These include learning resource centers, student learning labs, tutorial centers, and counseling services.

- A review of current collective bargaining policies, laws and practices should be undertaken by the system. The review should determine if a more effective and less disruptive process could be developed that would achieve an efficient, effective and fair method of establishing and managing working conditions and compensation, without diverting the time and energy of personnel from the educational goals of the college.

- State laws and regulations should allow colleges to experiment with alternative approaches to instruction that show promise of increasing student learning.

- State laws and regulations should allow colleges to extend the academic year to an 11 or 12 month calendar and not make a distinction between "regular terms" and "summer session". The colleges should be encouraged to develop academic calendars that are appropriate to the needs of their own communities. While this would save capital costs, it would require additional funding for increased teaching staff.

- The community colleges should be permitted by state law to increase the number of class offerings and/or class size in the "off hours" by providing tuition incentives (lower per-unit rate) to students enrolling in these classes, thereby improving building utilization.

▸ State policymakers should acknowledge that the enrollment funding "cap" is denying access to transfer and work force education opportunities for tens of thousands of Californians. Lifting the cap would allow the colleges to increase use of existing facilities and would make a tuition incentive program for "off hours" classes practical and possible.

Physical Resources

In order for community colleges to provide transfer and work force education that will prepare students for university study and jobs, the colleges must have facilities and instructional equipment and technology that parallel what students will experience either at the university or on the job.

▸ The state must provide predictable and adequate resources for community college facilities and equipment. These resources should go toward completing college campuses that currently require additional facilities to serve their communities and toward providing new equipment and learning technology for campuses that lack current and adequate physical resources.

▸ The state must repeal inappropriate and outdated regulations, such as the Field Act. The community colleges should be subject to the same building codes as other public higher education institutions in California.

▸ The state must repeal inappropriate and outdated regulations that prevent colleges from purchasing or leasing off-campus facilities that would provide important education opportunities for students.

▸ The state must develop flexible and streamlined processes for approving and funding remodeling and construction projects. The colleges, and ultimately students, will be better served if a process can be developed that eliminates the Department of Finance and the State Architect in the decision-making process. Instead, the process should be handled within the system with the Chancellor's Office and Board of Governors given authority for review and approval.

▸ Local voters should be given the authority to tax themselves, by a simple majority vote, for construction, equipment, and maintenance projects in their local community college district.

▸ While technological innovations such as "distance learning" have the potential to promote efficient, accessible and quality education, it is imperative that adequate state funding be provided in order to meet the continually growing need for community college education and job training opportunities on established campuses. With adequate funding from the state and creative management and instruction at the colleges, California's students and taxpayers will be well served.

Governance and Accountability

Delivering quality education programs that meet the needs of a changing work force requires effective leadership. For the California community colleges leadership comes from many places. At the state level the colleges respond to direction from the state legislature and governor and the state Board of Governors and Chancellor's Office. Locally leadership is provided by locally-elected boards of trustees and their designated chief executive officers, working with their faculty, staff and students.

While the community college governance system is admittedly unique, complex and sometimes even cumbersome, the system works because college programs and services respond both to directions given by the state and to the needs of local communities. The result is colleges with a broad, comprehensive mission serving large numbers of students and colleges with unique education and student services programs appropriate to their communities.

The community college system includes an important role for the legislature and governor, leadership and accountability responsibilities for the Board of Governors and Chancellor's Office and a governing and leadership role for local boards and chief executive officers.

The legislature and governor must establish the mission, functions and general guidelines for the system, provide funding that will allow the colleges to successfully accomplish their education mission and hold the college system accountable.

The legislature and governor should make it possible for the Board of Governors and locally-governed districts to exert sufficient control and authority over the colleges in order to promote effectiveness and accountability. The legislature and governor should not approve bills or regulations that deal with narrow or district-specific issues to the detriment of the entire system.

The Board of Governors and Chancellor's Office should provide coordination and assistance for the system by advancing the cause and the case of the colleges. The Board and Chancellor should be responsible for creating a structure through which the colleges can be more effective and be held accountable for meeting their mission. The Board of Governors and Chancellor's Office perform important leadership roles in the system by developing program models, coordinating state and regional projects, collecting and disseminating research data and providing special assistance to individual institutions.

Locally-elected boards of trustees are responsible for policy decision-making. Each employs a chief executive officer who is authorized to manage the district in the best interest of the board, the community and the college. Working with the CEO, faculty, staff and students, the board determines the needs of the community, sets priorities for education programs, budgets, and facilities, and then regularly evaluates the college's progress toward meeting its goals.

- The governance system for the California community colleges must, for the good of students and taxpayers, continue to be based on the guiding principles of local control and decision making with statewide coordination and assistance.

- While district decision making should always include input from college staff and the community, ultimately, accountability for student performance outcomes, and therefore responsibility for making decisions affecting student performance outcomes, rests with the district's chief executive officer and board of trustees. As state laws and regulations are developed, this key point should be remembered.

- The college districts, working with the Board of Governors and Chancellor's Office, must be prepared to provide the local community, the state board, legislature, and governor with information and data that clearly demonstrates the levels of student achievement at their institutions in a variety of key performance categories.

- Those data and information should be analyzed and evaluated by the districts, the Board of Governors and the Chancellor's Office in order to trigger appropriate action at the local districts and to aid the Chancellor's Office in providing assistance to districts seeking to improve student achievement to levels of systemwide standards.

- Districts should continually develop and refine decision making processes and organizational structures in order to maximize their response to the communities they serve. Each college's primary goal should be the delivery of its educational mission in an effective and efficient manner. Multi-college districts should consider whether their governance and management structures promote the effective and efficient delivery of the educational mission of each of their individual colleges.

- College districts should put special emphasis on keeping their communities informed of issues before the governing boards. Each district should take every step possible to encourage broad-based community interest and input in the decision-making process in order to minimize the influence of special interest groups.

- In order to promote effective decision-making, locally-elected board members should be required to participate in regular trustee training and board development programs. These programs should include both state and regional perspectives on the law, educational trends, personnel, facilities issues, and student needs.

- Legislation should be written and approved that would remove the Chancellor's Office from the confines of the state civil service system. This step would allow the Chancellor to staff the state office with employees who have experience in college teaching or administration and who have a long-range commitment to community college education.

The inclination by some government and academic leaders to deal with current challenges facing the system by promoting a new "centralized" governance system based in Sacramento threatens the effectiveness and efficiency of the colleges. This interest in state control is particularly surprising since most large organizations—IBM, General Motors, etc.—are moving

toward smaller, less bureaucratic structures. Bureaucracies stifle innovation, slow down change, and create nonproductive paper work.

Funding

Community colleges have their biggest economic impact on the state's "human capital". Human capital consists of the acquired knowledge, energy, motivations, and skills possessed by citizens which can be harnessed over time to the task of producing goods and services. The impact is direct. Advanced education leads to improvement in the productivity of labor. This factor accounts for the greatest source of economic growth.

A well-educated workforce protects children from poverty, raises the quality of life and standard of living, and increases income. As an illustration, attaining a high school diploma means $189,000 in additional lifetime earnings, some college produces $104,000 additional lifetime income, and a college degree is worth $226,000 additional earnings, lifetime. Figures like these show that society, as well as individuals, benefit from personal and societal investment in higher education.

Higher education also significantly impacts other than economic aspects of a society and an individual's life. Social changes are influenced by higher education activities. Participants in higher education show a greater openness to change, increased participation and involvement in public affairs, and more social responsibility.

Unfortunately in recent years, California has not been investing in its postsecondary education system compared to other states. Nationally, during the past 10 years, the weighted average percentage of gain in appropriations of state tax funds for operating expenses of higher education was 62%. For California it was 53%. The past two years have been particularly onerous for California (-12%) compared to the national average (-1%). (Hines, 1992.) This lack of necessary investment is causing economic and social strains, especially when the state continues to add large numbers of people who need what the postsecondary system has to offer to them. The recent Higher Education Update (November, 1992) from CPEC points out that the California postsecondary education system will be unable to serve the numbers of eligible students by the year 2000 or sooner. Our state and individuals within it will be suffering from our inadequate investment in the postsecondary education system.

With adequate investment from the state, California Community Colleges can continue to provide education and work force training opportunities to students and meet the future demands for expanded educational opportunities.

- To promote education and work force training, the state should develop and support a long-term funding formula that provides reasonable and predictable levels of financial support for the community colleges.

- Direct state support (apportionment, equalization, etc.) should be provided in a single amount, not a series of small, categorical programs which inhibit flexibility and create bureaucracy.

- Annual state budget allocations for community colleges should reflect the funding requirements of state mandates and regulations from previous years that require, or are dependent upon, on-going district expenditures.

- If fee increases are to be imposed, the legislature should support the development of a formula within the community college system for moderate and predictable student fee increases.

- Any plan to increase student fees should be accompanied by a substantial increase in state financial aid for students who are not financially secure and a system for college students who wish to reduce or eliminate student loan debt through state or community service.

- Community college districts should be allowed to go to local voters to increase taxes by a majority of those voting. If the majority voting in a local community wants to pay more for postsecondary education, they should be permitted to do so. Those districts which pass referenda should be able to keep the money and spend it to help accomplish their mission.

- The restrictive enrollment "cap" should be lifted.

The California community colleges are strategically positioned to make significant contributions to the economic and human welfare of the state. With 107 campuses spread throughout the state, our community colleges are the community-based postsecondary educational institutions best able to identify and respond to local economic and social problems and thus to benefit the state as a whole.

Higher Education:
Adult Inalienable Right for the New Millennium

The idea of free public education has a long history in our country. It first gained popularity in the 18th Century. The colonists linked education to the freedom and democracy that they had just won from Mother England. The states gradually enacted tax laws to support free "common schools". The federal government became involved through the Ordinance of 1787 which proclaimed "Religion, morality, and knowledge being necessary to good government and happiness of mankind, schools and the means of education shall forever be encouraged" (Brubacher, 1986).

At first the right to a public education included only an elementary school education. Gradually, because of industrialization and population migration, this notion was extended to include secondary school.

The Constitution of California in Article IX, Section 1 states, "A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people, the legislature shall encourage by all suitable means the promotion of intellectual, scientific, moral, and agricultural improvement" (p. 118). This language provides the constitutional right for public education in California. Historically, that right has been associated with elementary and secondary education.

In the early 20th Century, junior colleges were developed in California as the upward extension of secondary education. For more than 70 years, the colleges were tuition-free and open to all who could benefit from the instruction offered.

As we near the beginning of the 21st Century we have "persuaded ourselves that everybody is entitled to go to some college somewhere. No other society has embraced such a radical idea." (Schrag, 1992.) The Donahoe Higher Education Act, Section 66001 states "It is hereby declared to be the policy of the legislature that all resident applicants to California institutions of public higher education, who are determined to be qualified by law or by admission standards established by the respective governing boards, should be admitted to either (1) the public community colleges, (2) the California State University, or (3) the University of California" (p. 388).

The changing social and economic influences and factors in American life have influenced the advancements in education, as a right, from the primary grades for little children, to the middle grades for preteens, and to the secondary grades for young adults. Given the realities of life in America as we enter a new millennium, **it is time to affirmatively recognize postsecondary education as an inalienable adult right in California.** And it is the state's community colleges, with their comprehensive programs (from adult basic education to the first two years of an undergraduate education, to entry level training and continuing education

in high technology fields), which can provide the education to all who can "profit from the instruction offered."

It should be apparent that in today's social and economic milieu, almost every adult can profit from a community college education. As the individuals profit, so will the state. The state cannot lessen its investment in the community colleges and let this right of adult education be restricted to a privilege. This right must be recognized and supported by the public and its elected leaders.

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